

Department of Defense (DoD)
Civilian Personnel Management Service (CPMS)
Field Advisory Services - *FAS*
Classification Appeal Decision

DoD Decision:	Housing Manager, GS-1173-11
Initial classification:	Housing Manager, GS-1173-11
Organization:	Naval Air Facility Public Works Division Housing Welcome Center
Date:	March 16, 1998

BACKGROUND

On January 14, 1998, Defense Civilian Personnel Management Service, Field Advisory Services Division accepted a classification appeal from , who is currently classified as a Housing Manager, GS-1173-11. The appellant appealed the grade level of his position, and requested that his position be reclassified to Housing Manager, GS-1173-12.

SOURCES OF INFORMATION

- Information contained in appeal file submitted by the appellant
- Information contained in administrative report submitted by servicing personnel office
- Telephone audit with appellant
- Telephone interview with appellant's supervisor

POSITION INFORMATION

The appellant serves as the NAF, Housing and Combined Bachelor's Quarters (CBQ)

Division Director, and is responsible for directing and managing all housing and billeting matters at the installation. NAF is a training site for aviation units from all branches of the armed forces. The appellant is responsible for management of the 172 housing units on the installation (occupied primarily by personnel stationed at the NAF); as well as managing 11 CBQ barracks containing approximately 700 beds (occupied by transient personnel). At full capacity, the installation houses over 1,000 people (including families). As Division director, the appellant is responsible for all matters pertaining to housing and billeting, including maintenance, planning, inspections, facilities projects (construction and renovations), and budget planning and execution. The work includes supervising the staff of the housing office, comprised of one GS-9 Housing Manager (deputy), one GS-7 Housing Management Assistant, one GS-7 Budget Assistant, one GS-5 Secretary, and a non-appropriated fund clerical position (accounting and purchasing). In addition, the appellant oversees a contract employee who manages the Combined Bachelor Quarters, but this is limited to providing technical direction and oversight, with no administrative supervision exercised.

Discussion of Position Description

The appellant has submitted, along with his position description of record, two draft PDs approved by his supervisor. The first draft was certified by the supervisor in March of 1997. The second PD is a COREDOC that was submitted to the servicing personnel office for classification in May of 1997. Neither position description was classified by the personnel office prior to this appeal. Although the accuracy of the appellant's position description is at issue in this case, FAS has accepted the appeal because there is no disagreement between the appellant and his supervisor on the content of the PD. They claim that while the current PD is essentially accurate, it understates the importance of the position and its impact on the operations of the installation. They stated that the proposed PDs better describe the overall function of the position.

Our review of the position's duties, which included an audit with the appellant and an interview with his supervisor, revealed that the current position description adequately describes the major duties and requirements of the position. We also found that the proposed PD accurately describes the duties assigned and performed, although the factor level descriptions under *Guidelines*, *Complexity*, and *Scope and Effect* are overstated. Both of these PDs are adequate for classification purposes. According to 5 CFR 511.607, an employee may only appeal the classification of the position to which he or she is assigned, and may not appeal the accuracy of the position description. In this case, the appellant's position description of record has been found to be adequate for classification, and will be the basis for this appeal decision.

NOTE: The COREDOC (no number assigned) does not accurately reflect the position's responsibilities, and is not adequate for classification. The COREDOC describes the position as the "command headquarters authority for housing," developing directives and guidance for housing management. The task statements describe housing management functions which are not within the scope of the installation's mission and function statement, and are not performed by the appellant. Such duties involve agency-wide policy development and program management and evaluation, and are normally found at the component or regional level (HQNAVFAC or an Engineering Field Division). The appellant's duties involve on-site management of the housing and billeting functions at a single installation. The proposed COREDOC does not apply to the appellant's job.

STANDARD(S) REFERENCED

- OPM Position Classification Standard for Housing Management Series, GS-1173
- OPM General Schedule Supervisory Guide

SERIES AND TITLE DETERMINATION

The appellant does not contest the series or title of his position. The GS-1173 series covers positions the duties of which are to manage or to assist in managing one or more family housing projects, billeting facilities, or other accommodations such as transient or permanent individual and family living quarters, dormitory facilities and restricted occupancy buildings including adjacent service facilities and surrounding grounds. The GS-1173 is the appropriate series for this position.

The authorized title, according to the standard, for positions involved in direct, onsite management of housing complexes at or above the GS-9 level is Housing Manager.

The position is properly titled **Housing Manager, GS-1173**.

GRADE DETERMINATION

The position's grade will be determined based on an evaluation of the duties against the Factor Evaluation System criteria found in the GS-1173 standard.

Note: The appellant supervises five employees (four GS employees and one NAFI). The

supervisory duties comprise approximately 20% of the appellant's duty time. In order to meet coverage for evaluation under the General Schedule Supervisory Guide, the supervisory work must constitute a major duty occupying at least 25% of the position's time. Therefore, the appellant's grade will not be evaluated using the GSSG. (It is clear, however, that the GS-1173 housing management duties are the grade controlling duties of the job.)

The criteria in the GS-1173 standard uses the Factor Evaluation System format to evaluate the grade level, based on nine separate factors. The position will be compared to the factor level descriptions in each factor, and assigned levels and points based on that comparison. The position must meet the full intent of the factor level assigned.

Factor 1. Knowledge Required by the Position

The position requires thorough knowledge of housing management principles, concepts and techniques to manage both the family housing and billeting quarters for the installation. As the housing manager, the appellant must be familiar with Department of Navy housing management policies, regulations, and procedures, along with skill in applying that knowledge in a variety of assignments, including the development of local inspection procedures and schedules; overseeing occupant relations; planning and executing the housing budget; overseeing the billeting facilities; planning for and overseeing facilities maintenance and construction projects; and overseeing the housing referral function. Such knowledge and skill is comparable to level 1-7 in the standard. Level 1-8 is not met because the position does not require mastery in the housing management field and expert knowledge of Federal, state, and local housing policies, regulations, laws and legal precedents. At that level, assignments involve providing expert advisory services to management, technical and supervisory personnel in government, public or private institutions and agencies; developing new housing management techniques and methodology; and effecting solutions to unique or unusually complex problems regarding housing. The appellant does not perform these kinds of assignments, and is not required to possess that level of knowledge and skill.

Level 1-7 is assigned. (1250 pts.) Concur with local personnel office.

Factor 2. Supervisory Controls

The appellant is supervised by the Public Works Officer, a Navy lieutenant, who assigns work in terms of continuing responsibility for the management of the housing and billeting functions at the installation. The appellant is expected to plan and carry out the work assignments independently, keeping the supervisor apprised of the status of projects or problems encountered. Work is reviewed from an overall standpoint, in terms of goals

achieved and the effectiveness of the program. This level of supervision meets level 2-4 in the standard, at which housing managers plan and carry out assignments, resolve most problems that arise, and interpret policy on own initiative. At level 2-5, employees work within a framework of broadly defined missions or functions, and are responsible for independently planning, designing and carrying out programs, projects, or studies. Such positions would be involved in broad program evaluation or policy review and development initiatives. While the appellant exercises a high degree of independence in managing the housing program, the mission and function of the organizational unit is well-defined (family housing and CBQ), as opposed to broadly defined, and is subject to review by the supervisor. The appellant's position does not meet the intent of level 2-5.

Level 2-4 is assigned. (450 pts.) Concur with local personnel office.

Factor 3. Guidelines

The appellant works under a variety of Department of Navy policies, instructions, regulations and procedures (NAVFAC P-3090, 15606), which govern the management of both family housing projects as well as billeting facilities. The appellant is thoroughly familiar with these guidelines, and uses judgment in selecting, applying and interpreting the regulations for application to the local housing program. The appellant develops local operating procedures and policies within the framework of these guidelines. This is comparable to level 3-3, as described in the standard. At level 3-4, guides exist in the form of agency policies, general program management guides, and legal opinions related to housing management, but are usually inadequate for dealing with the unusually difficult and complex problems associated with the broad management planning typical of work assignments. The appellant's position does not meet level 3-4 because the position's guidelines cover most situations, and are not subject to significant interpretation or adaptation. Also, the appellant's assignments are not of the scope or complexity described at level 3-4, such as negotiation of major issues and conflicts that are unprecedented, or the development of new operating techniques and approaches to significant problems.

Level 3-3 is assigned. (275 pts.) Concur with local personnel office.

Factor 4. Complexity

The appellant's work consists of managing the installation's housing and billeting facilities, which involves the full range of housing management methods and techniques, including planning, acquisition, construction, operation, occupancy, maintenance, and improvement of Government owned facilities. As the housing manager, the appellant is required to make

decisions on the management of the facilities based on identification, analysis, and evaluation of issues and information regarding financial management, occupant relations, facilities maintenance, furnishings, and future needs of the installation. The work is complicated by the dynamic nature of the billeting program, the lack of adequate facilities and shrinking resources, requiring the appellant to balance several conflicting requirements. This type of assignment is comparable to level 4-4 in the standard, at which the work requires the analysis of problem areas or deficiencies, determining the feasibility of improvements within established cost targets, and development of recommendations and justification concerning funds, personnel, and materials. Level 4-5 is not met because the appellant's work does not involve identification and definition of novel or obscure problems, or the research and analysis of altered management concepts or methodology and the extension of existing practices to new and unusual applications.

Level 4-4 is assigned. (225 pts.) Concur with local personnel office.

Factor 5. Scope and Effect

The appellant's work involves the on-site management of housing and billeting facilities, to include financial planning and programming, facilities maintenance and construction, and operational management of the quarters. The work affects the quality of life of those housed at NAF, as well as the installation's ability to provide billeting to the personnel that receive training there. This type of housing management is characteristic of level 5-3, at which housing managers plan, schedule, coordinate, and/or monitor the operational management and efficient use of housing projects and facilities, affecting the efficiency of the housing program operations and living conditions of the persons or families housed. The appellant's position does not meet level 5-4. At that level, the purpose of the work is to provide expertise in housing management techniques and methodology by furnishing advisory services to other agency organizations on specific problems, projects, and functions. Work products at level 5-4 affect major segments of the agency's (i.e., Department of Navy) housing policies and programs. The work of the appellant's position is limited to the housing program at NAF.

Level 5-3 is assigned. (150 pts.) Concur with local personnel office.

Factor 6. Personal Contacts.

The appellant has regular contacts with management officials at the installation, occupants of housing units, local and state agencies (including law enforcement), Department of Navy housing officials, and contractor personnel. These contacts meet level 6-3 in the standard.

Level 6-4 contacts include high ranking officials from outside the agency (Members of Congress, nationally recognized housing officials, State governors, city mayors), and generally take place in highly unstructured settings, such as investigative hearings, task group discussions, or problem related visits to housing projects. The appellant does not engage in these types of contacts.

Level 6-3 is assigned. (60 pts.) Concur with local personnel office.

Factor 7. Purpose of Contacts

The purpose of the appellant's contacts are for coordinating work efforts among different organizational groups, investigating and resolving occupants' problems, cooperating with local or state law enforcement agencies, overseeing contractor work, and justifying current and future plans regarding new facility construction and increased budget requirements to Navy housing officials. This meets level 7-3 in the standard. The appellant's position does not meet level 7-4, at which the purpose of contacts is to justify, defend, negotiate or settle significant or highly controversial matters pertaining to housing policies or programs.

Level 7-3 is assigned. (120 pts.) Concur with local personnel office.

Factor 8. Physical Demands

The appellant's work involves frequent on-site inspections of billeting facilities, requiring some physical exertion, such as standing, walking, bending, and climbing stairs. These inspections are performed on a regular and recurring basis, and involve physical demands comparable to those described at level 8-2. Although the local personnel office credited level 8-1, the nature and frequency of these inspections were determined to significantly exceed 8-1 and reach 8-2.

Level 8-2 is assigned. (20 pts.)

Factor 9. Work Environment

The work is generally performed in an office setting, or in the billeting facilities during inspections, where the environment is adequately lighted, heated and ventilated. This is typical of level 9-1. At level 9-2, assignments involve frequent exposure to discomforts, risks or unpleasantness such as dust, grease, noise, machine parts and external weather conditions. The appellant is not exposed to these conditions on a regular basis.

Level 9-1 is assigned. (5 pts.) Concur with local personnel office.

Factor Level Summary

Factor Level	Points
1-7	1250
2-4	450
3-3	275
4-4	225
5-3	150
6-3	60
7-3	120
8-2	20
9-1	5
<i>Total</i>	2555

Point Range: 2355-2750 GS-11

Discussion of Benchmark Descriptions

The GS-1173 grading criteria includes factor level descriptions as well as benchmark position descriptions (at different grade levels), which are used as occupational reference points in drawing comparisons between the position being classified and the appropriate factor levels. An analysis of the appellant's position using the criteria in the factor level descriptions resulted in a grade GS-11. However, the GS-12 Benchmark Description #1

describes a position that is seemingly similar to the appellant's job. Specifically, it describes a senior housing manager at a military installation with responsibility for developing management plans and directives concerning the operation and utilization of housing assets, and planning, scheduling, and coordinating all major activities for housing projects and facilities with the installation. While the duties listed in the benchmark (GS-12, #1) appear to be similar to the appellant's responsibilities, a closer review of the entire description reveals that there are distinct differences in the position's requirements, specifically with regard to *Guidelines* and *Scope and Effect*.

The GS-12 benchmark describes a work situation involving unusually difficult and unconventional problems (generally regarding long range planning and significant coordination of projects), requiring the housing manager to interpret broad agency policy and formulate management techniques or practices to accommodate unique or special problems. At this level, the results of the housing manager's work, because of their precedent setting nature, affect agency housing management policies and may often impact on other installations. Although the benchmark description does not specify the size or mission of the military installation, presumably it is a large installation with significant housing assets, requiring considerable long range planning and coordination to address a variety of complicating factors (aging facilities, complex tenant relations problems, regulatory issues, significant problems with surrounding communities, etc.). This type of work situation has considerable impact on the position's requirements, and supports higher levels under *Guidelines* (3-4) and *Scope and Effect* (5-4).

The appellant's position, while somewhat similar to the GS-12 benchmark, does not have comparable requirements. NAF is a small to medium installation whose housing assets do not present the level or variety of complexities described in the GS-12 benchmark. For this reason, the position does not meet the full intent of that description.

DECISION

The appellant's position is properly classified as Housing Manager, GS-1173-11.